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MESSAGE

OF

PHILLIPS LEE GOLDSBOROUGH

GOVERNOR OF MARYLAND

TO THE

GENERAL ASSEMBLY OF MARYLAND

AT ITS

REGULAR SESSION, JANUARY, 1916

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MARYLAND STATE
COLLEGE LIBRARY

MESSAGE.

To the Senate and House of Delegates of Maryland:

The Constitution of the State provides for the convening of your body once every two years and limits the time in which you are to remain in session to ninety days. It is, therefore, important for the Governor to present to you, early in the Session, such information concerning the condition of the State and such recommendations for your consideration as he may deem necessary and expedient. As the time is none too long to devote to studious and thoughtful consideration of the measures suggested by him, it is necessary that he present his information early, as no doubt much of your time will be consumed in discussion of matters originating among yourselves, as dictated by the experience of your members and such as your own personal judgment tells you is for the welfare of the State.

The Sessions of the General Assembly of Maryland of 1912 and 1914 were exceedingly fruitful of good results. They perhaps gave to the State more real constructive legislation than any of their predecessors, and there seems to be no reason to think that your present Session will not approach questions involving the welfare of the State in the same broad and patriotic spirit shown by your predecessors.

The last four years have seen a completion of many public enterprises and improvement in the administration of the State's institutions. It must be borne in mind that, with the increase of property and investment, a corresponding increase in maintenance and public expenses necessarily follows. Every bond issue, whether it be for the construction of roads or for the erection of an institution to take care of some of the State's charges, carries with it an obligation for future maintenance out of the current revenues of the State. This would also seem to follow in cases where private philanthropy has organized methods and plans for taking care of our unfortunates, and subsequently, as is not infrequently the case, comes to the State for aid.

You will no doubt be importuned by many interests, who may feel themselves strong enough, seeking to impress upon you what they consider to be unfair burdens imposed upon them in the payment of taxes or other public charges. While, of course, the obligation to remedy unfairness and inequality is one to be recognized, before taking it seriously under consideration, the fact of inequality should be demonstrated by stronger evidence than the assertions of those in interest, as even the best of us are bound to feel that the burdens which we are compelled to bear are heavier than those of our neighbor, for it has ever been hard to feel another's obligations. And should you be convinced that remedial legislation is proper, great care must be exercised that in endeavoring to remedy the existing evil, greater inequalities are not produced and more unfairness created. Except in matters of administrative correction most of your thought and endeavor will be devoted to the creation of revenue to meet these fast-increasing obligations, which wealth and development necessarily entail and the growing complexity of civilization makes imperative.

It must be borne in mind that the sources of revenue from which the State at present gets the means to meet all public demands are limited. The State Levy (commonly known as the State Tax) is specifically dedicated to three purposes: public education, the public debt and the interest thereon, and limited provision for maintenance of public roads. The moneys arising from these sources cannot lawfully be diverted to other purposes. The other sources of income, known as indirect taxes, such as collateral inheritance tax, the tax on gross receipts of corporations, and license fees, etc., are the only means which the State now employs to obtain the money necessary to maintain itself and its various functions of government.

With the exceptions of the tax upon motor vehicles, which is devoted to the upkeep of the roads, and the amount paid by the State Insurance Commissioner into the Treasury of the State, being receipts by his office from taxes and license fees received from various insurance companies doing business in the State of Maryland, the foregoing comprise the material

sources of revenue. It will, therefore, be seen that there are ways yet open which may be reasonably employed to increase the State's income, without embarrassing, in any manner, the business or enterprises which we hope to encourage, and in no sense, discourage. There must be many ways to meet these growing demands and the necessity for additional revenue, a number of which are no doubt employed in other States that deserve your consideration and thoughtful determination, and your time can hardly be better employed than by an investigation of such methods, and devising improvement upon them where possible.

While it is to be deplored that the General Assembly of 1914 appropriated for the years 1915-1916, nearly a million and a half more money than the current revenues of the State could promptly and adequately care for, it must be borne in mind that this condition existed even after substantial reductions were made through the exercise of the power of Executive veto. Notwithstanding this condition, there has been no one to say that any specific item of these appropriations was improper, wasteful or not needful. Indeed, it only emphasizes the fact that our growing governmental expenses have reached a point where they exceed the State's income, making it necessary that steps be taken for a corresponding increase in the State's receipts, for the most cautious and practical business man must admit that it is not economical or wise to curtail just and needful public expenditures.

EDUCATIONAL SURVEY.

By Chapter 844, of the Acts of 1914, the Governor was authorized, empowered and directed to appoint a Commission of three members to make a survey of the public schools, normal schools, the elementary and secondary schools, the academies and the colleges, agricultural and professional, and other higher institutions of learning receiving aid from the State of Maryland; and to study the administration of the State institutions; to consider the appropriations made therefor; to investigate the use of the funds so appropriated; to study the educa-

tional system of the State of Maryland; and the said commission was directed to report its findings, with recommendations, to the Governor; which recommendations are to be transmitted to the General Assembly of 1916. There was appropriated by the Act the sum of $5,000 to the Commission to carry into effect its purposes.

Acting upon this authority, I appointed Mr. B. Howell Griswold, Jr., of Baltimore City; Dr. J. McPherson Scott, of Hagerstown, Washington County, and Colonel Albert W. Sisk, of Preston, Caroline County. The sum appropriated being totally inadequate for the purposes enumerated by the Act, it became necessary to take steps to carry on the work of the Commission, if the Commission intended to take its obligations seriously. Efforts resulted in interesting the "Rockefeller Foundation" in the project, and I am informed the work has been progressing the past year under the direction of experts in educational matters, and that a report treating in great detail with the result of their study will shortly be placed in my hands to be transmitted to your honorable body, for your information and as a basis for such constructive legislation in educational affairs of the State as to you may appear advantageous.

The State has been fortunate in having the Rockefeller Foundation undertake this very laborious and important work, and I know that when it has been presenetd to your body the sense of obligation incurred will be fittingly recognized.

PUBLIC SCHOOLS.

I hope and look for a keener public sentiment for the public school. An annual expenditure of five million dollars for public education cannot be expended most effectively until all the people become intensely interested in the most important department of the State government. The school is a co-operative affair and it cannot attain the best results unless our people as a whole become enthusiastic for its success.

The State inaugurated a system of public instruction to educate and train all its people for right living and good citizen-

ship. It is time for the State to insist that all children of school age shall have at least a minimum education and training. There appear no sufficient reasons for delaying the passage of a law, state-wide and mandatory, requiring all children not otherwise being educated in the ordinary common school subjects, between the ages of eight and fourteen, to attend some public school at least one hundred days each year.

In order to standardize teaching and provide adequate salaries for such as meet reasonable qualifications, the certification of teachers should be a sole function of the State Department of Education. So long as there are as many measures of proper qualifications as there are counties in the State there cannot be evolved a rational basis for measuring scholastic and technical requirements.

The State and County school systems are sorely in need of trained supervisors. We cannot expect maximum efficiency in our schools until some plan of close supervision shall have been inaugurated. School room results can be improved twenty-five per cent., at least, by providing capable supervisors.

With all the counties of the State (except one) provided with high schools which receive generous aid from the State, we have reached the time when scholarships to normal schools and other state-aided institutions of learning should be conditioned on graduation from an approved high school, or its equivalent.

There ought to be a more up-to-date and equtiable basis for apportioning the state school funds. As this money is intended solely for children who are school pupils, it would seem right to base the apportionment of the state school tax upon the number of pupils between the ages of six to fifteen years, rather than on persons from five to twenty years of age, whether pupils or not.

MARYLAND STATE UNIVERSITY.

By Chapter 198, of the Acts of 1914, of the General Assembly of Maryland, there was created and incorporated the Maryland State University, providing for the affiliation with the State University of the other universities, colleges, etc., and to provide a method of government for this corporation. Accord-

ing to the preamble, the purpose of the incorporation was to promote the cause of education and to make uniform the standard of scholarship, and to increase the opportunities and facilities for study and research; and to encourage and promte higher education in the State by creating an executive centre about which the various collegiate, technical and professional institutions of this State may be co-ordinated to carry out a comprehensive and harmonious scheme of education.

The Act, after providing for Trustees, enables the Maryland State University to enter into a contract, articles of agreement or mutual ordinances with any existing or heretofore created college, university, conservatory, institution, technical, professional, military or agricultural school, or other similar institution; and to affiliate any such institution under such terms as may to the governing bodies of the said institution and of the said Maryland State University seem meet and proper.

The thought behind this Act was that, while much had been done in the State of Maryland furthering the interests of primary education, compared with other States, Maryland had been backward in the promotion of higher education, leaving this field to various private corporations, and contributing toward their support and maintenance various sums from time to time as was by them deemed equitable in exchange for certain public scholarships. Under this system a number of important schools of higher education have grown up in the State, some confining themselves exclusively to certain professional training, while others occupied alone the academic field.

It seems a waste of energy and resources to maintain these institutions in their present condition, and if the State desires to follow the modern trend, it will itself take charge of the higher education of its citizens. While this is probably not of as much importance from the standpoint of a State function as the care for and promotion of primary education, it does seem to present and demand an opportunity for a more efficient and satisfactory administration of these matters so as to avoid the many duplications which necessarily attend a multiplicity of schools. And, were the facilities of all held by one univer-

sity, it would represent such a saving in administration as would enable a new university formed by such a consolidation, to charge off in a few years all loss arising out of such duplication in buildings and equipment.

It is to be hoped that some way may be found to give substance and life to this idea, and the laws be so amended as to make it to the advantage of those that are willing to affiliate with the Maryland State University, and to the disadvantage of those who refuse.

MARYLAND AGRICULTURAL COLLEGE.

It is exceedingly wise that an enlightened and liberal charter should be granted the Maryland Agricultural College since the State has become the sole owner of this Institution; the interests of private stockholders having been eliminated by the mortgage foreclosure proceedings instituted by the State in accordance with legislation passed by the General Assembly of 1914. The Act, however, providing for such foreclosure proceedings did not deprive the stockholders of their representation upon the Board of Trustees of the College. This mistake should, of course, be now corrected, and the College converted exclusively into a State enterprise.

The opportunity for enlarged work through the medium of this Institution should be recognized, for it may be safely said that no State along the Atlantic Seaboard has such diversity of soil; enabling our lands to rank high in the value of crop production, both as to the growing of cereals, extensive trucking and fruit production.

As I pointed out in a message to the General Assembly of 1914, "the opportunities for greater development of our agricultural resources should be discovered and utilized. The way leads to the door of the Maryland Agricultural College. Situated, as it is, near the Department of Agriculture of the National Government, it lends itself to giving and receiving inspiration and help. The functions of the College should be to equip our young men to use most advantageously the soils and conditions of our State to increase production, and turn

the opportuinties to the best possible advantage. The academic courses should, in a large measure, be discontinued, and its resources devoted entirely to the promulgation of agricultural knowledge and skill. The purpose of the College should be to make farmers. The education of farmers' sons, desiring to follow other vocations, is taken care of by other institutions of learning."

How true it is that successful farming only follows when the mind is trained as well as the hands.

COLORED SCHOOLS.

In some parts of our State the colored schools are kept open only a few months of the year. The distribution of the colored school fund being insufficient to accomplish much where the colored population is a large proportion of the whole population, and the local taxes collected are insufficient to supplement this distribution enough to enable the School Boards of these counties to continue the school sessions sufficiently long to provide proper education.

For the general welfare of the State, it is important that these people should receive such education as will enable them to properly meet the demands of citizenship. Hence, there should be some readjustment of the distribution of the school fund to correct the present condition.

DEPARTMENT OF HEALTH—SANITARY SURVEYS.

We were able in 1914 to secure a co-operative sanitary survey of Dorchester County by the United States Public Health Service, and the State Department of Health. This survey, beginning July 20th and ending about November 1st, was the introductory chapter to the operative history of that new legislation which authorized the division of the State into sanitary districts, each having a full-time Deputy State Health Officer. In 1915, a similar co-operative survey was made in Anne Arundel County. The essential feature of these surveys was a house-to-house visitation and consultation on health matters with particular reference to the disposal of human excrement

and the protection of drinking water. In both counties the survey inaugurated important changes in the sanitary habits of the people, and larger enterprises in water and sewerage works were greatly stimulated. Demands arose in various parts of Maryland for similar surveys, and the State Board of Health has been able to make a few limited surveys of towns, without any assistance from the Federal Bureau of Health. The State ought, of course, to be able to respond to such requests. The indications are that these surveys were attended and followed by a marked reduction of typhoid fever. By the mortality test this is certainly true, but the State Board of Health has not, in so short a time, the basis for such confident assertion as may be expected in another year or two.

About a month ago was started a co-operative survey of the schools of Frederick County, with Dr. Taliaferro Clark and two other representatives of the United States Public Health Service. This survey will be the best of its kind ever made in Maryland and possibly the best ever made in the country.

They would not have been able to complete so much work in 1915, but for the circumstance that Maryland is getting a reputation as a good place for the practical study of public health operations. Universities have perceived this, and the Board was able this year, for the first time, to get, at a very modest price, the services of young men who are taking academic training in Hygiene.

It is even possible that schools of public health will in the near future require their students to have practical experience in the service of Boards of Health, and such service will count toward the academic degree of Doctor of Public Health. In that case, we shall be fortunate in that the Department of Health of Maryland is held in no little esteem by academic observers. Having met with a demand for the more intimate and thoroughgoing operations, which these surveys indicate, the Board should be able to make at least one general survey of a county each summer, and a school survey each winter.

The surveys of Dorchester and Anne Arundel cost about $5,000, the Anne Arundel survey being the more expensive.

The Board of Health will have no money for a survey in 1916, for our Sanitary Districts, being in full operation, will require the funds which the Legislature has provided.

An appropriation of $3,000 for 1916, and a like sum for 1917, would enable them to make a survey of one county each year. I doubt if the State should adopt a general policy of appropriating funds for county surveys, expecting counties themselves to bear no expense on account of such services. But experience shows that such surveys do involve cost to the localities, for the surveys are apt to set forward important public works, particularly sewerage and water works, which otherwise might be postponed for years. The State can afford to await its profit in the very frequent event that the authorities of the counties and towns will provide means of their own to improve the start which the State will have given. The County of Frederick, for instance, will not rest upon the results of the Frederick County School Survey. The school authorities are, at the moment, incurring expense, and investing in the time of officers and employees, to an extent quite comparable with the expenditure of the State and of the Federal Bureau.

The help obtained from the United States Public Health Service has been of great value. We cannot expect its indefinite continuance, though we shall avail ourselves of that help whenever we can. We are inclined to think that the quality of assistance which we supply, and the spirit of our organization here, have won for us and our proposals a friendly attitude on the part of the Federal Bureau. The Bureau feels, I think, that every investment of men and means, in Maryland, is likely to be matched by proportionate investment of men and means on our part; just as the Department of Health has the feeling that the State's investment in the counties and towns is likely to be matched by the local authorities in devising ways and means for continuing and extending such work as may be inaugurated.

SANATORIUM FOR TUBERCULAR COLORED PEOPLE.

This problem came to the front in a conference which met in Annapolis in January, 1915. Subsequently, a State-wide commission was created to study and make recommendations concerning the control of Tuberculosis among negroes. A sub-committee formed by that commission had made a careful study of the problem, whose report, in part, is substantially as follows:

"It is hardly necessary to lay emphasis upon the prevalence of tuberculosis in Maryland and the economic loss its incidence entails. The cost of those measures which are directed toward the control of this infection, is equivalent to a very small part of the annual loss from untimely death and prolonged incapacity from tuberculosis. Still, from our knowledge of the disease, and more pointedly from actual experience, we are assured that such an outlay is doubly repaid the State, by the restored earning capacity of the afflicted, without regard to the income derived from those spared the infection through the efficacy of anti-tuberculosis measures. Nor need we dwell upon the fertility of the negro population in our State as a soil for maintaining and spreading tuberculosis. All statistics show that the disease is particularly prevalent among them, and since they enter in close contact with the white people of the State, they are potent channels of infection, not only for their families and neighbors, but for their employers as well. An anti-tuberculosis campaign to be effectual must, therefore, be directed against the stronghold of the disease."

"It must be evident, even to lay intelligence, that there are only two ways in which tuberculosis can be controlled, namely:

"1. To cure the infection after it has become manifest;

"2. To prevent the occurrence of infection, or at least of manifest disease."

"Tuberculosis is curable only in the earliest stage of the disease. In this statement 'curable' is used in its ordinary practical significance, not in a strictly scientific sense; that is, to mean that the patient loses all symptoms of the infection, is able to return to accustomed ways of living and is no longer a source of contagion to his associates."

"The diagnosis of pulmonary tuberculosis in an early stage is beset with such difficulties that its practical application on a large scale has completely failed. This failure has been due to two factors:

a. The lack of skill in early diagnosis displayed by the medical profession; and

b. The nature of the disease."

"The establishment of hospitals being accepted as the best method for the State to deal with the problem of tuberculosis in the negro, it becomes an important task to decide specifically upon the character, plan, location and management of such institutions. Your committee feels that certain broad principles of policy should be decided at once, but the details should be exhaustively studied before a definite plan is accepted. Concerning the broad principles of policy, the following questions demand an immediate answer:

"1. Shall there be one or two large, or a number of smaller institutions?"

"This question cannot be considered in detail, but your Committee commits itself unhesitatingly to a plea for County hospitals. The advantages of such a plan are so important and so numerous that they outweigh the one valid objection, namely: the increased cost of construction and maintenance, that can be urged against it. Chief among the advantages is the desirability of having an institution for sick and dying patients near their home, where relatives and friends may conveniently visit them. The hardship of sending patients off to a distance to linger in illness and die away from family and friends would

create such unpleasant associations about the institution that only the law could force patients to enter and remain."

"2. Should such hospitals be separate institutions, or should they be linked with existing institutions?"

"It would be economical to have them connected with existing institutions, and no doubt satisfactory plans could be devised for associating them with the numerous County hospitals that in other directions are performing such valuable service."

"What patients should be admitted to the Hospital?"

"All negroes with satisfactory evidence of pulmonary tuberculosis. If there is a doubt as to the nature of the disease, the patient might be admitted for a period of observation. Those with early lesions could be given a satisfactory opportunity to recover."

"Would patients be willing to go to such Hospitals?"

"If properly managed, we are sure they would. However, no doubt, in many instances where circumstances and surroundings would make it particularly desirable that the patient be removed he would refuse to go. To cover such instances there should be a law giving health officers the authority to compel removal when existing conditions render a patient a serious menace to those about him. The very existence of such a law would make its enforcement unnecessary in all but isolated instances."

"How long should patients be kept in the Hospitals?"

"This is, perhaps, the most important question of policy. We should answer it by saying that the patient should be retained until he either dies or else loses all the symptoms of the disease and is apparently cured. Since the latter alternative will seldom come up for consideration, we may direct our attention solely to the former. It will be remembered that the whole object of our campaign is to remove as many foci of infection as is possible from the

associates to whom they are a danger. We will accomplish this purpose better by taking a single infectious patient and permanently guarding him from infecting those about him than by accepting ten patients, each for a brief period of time, and at the end of this period sending them back to again infect the surroundings from which he was removed. However, experience points to one serious difficulty in the way of carrying out the plan to keep infectious patients during their lifetime. When patients with even advanced pulmonary disease are placed under the favorable conditions of institutional care a certain proportion, perhaps one-third, instead of rapidly advancing to death, will show unexpected improvement and regain a large measure of strength and vigor. If such patients are discharged and return to their unfavorable home surroundings, they quickly relapse, and soon are numbered among the victims of the disease. However, as long as they stay at the institution, although they do not recover from the disease, they remain in a state of reasonable well-being. Therefore, since we insist that a patient who once comes under hospital control must be guarded until death releases him, some special provision must be made for those patients who neither get well or die. Otherwise, the institution would soon be blocked. How to solve the difficulty is not clear. Perhaps, an industrial colony connected with the Hospital might prove to be a satisfactory solution of the difficulty."

It is the opinion of those best informed that no new steps be taken in the campaign against tuberculosis before special provisions are made for tubercular negroes, justly proportioned to their number, their racial susceptibility and their economic status.

PENAL INSTITUTIONS.

The past two years has marked a great improvement in the conduct and management of penal institutions of the State. This has been brought about by a better understanding on the

part of the Boards of Managers of the various institutions in realizing the seriousness of their problem and giving to it that human touch and consideration which had theretofore been lacking. They have awakened to a knowledge of the importance of the trust in their keeping, and now approach the questions in a generous way, as well as with an increased knowledge of the subject. It has ceased to be a perfunctory performance and is now one fraught with thought and kindness, with due regard to the welfare of the prisoner and his reclamation as an asset to society, as well as the State's interest in the punishment of offenders.

ADVISORY BOARD OF PARDONS AND PAROLE.

The Advisory Board of Pardons and Parole while of great assistance to the Governor in cases coming before him for pardons and parole, is so limited in power as to prevent it being the real factor for service which would be possible were its functions enlarged and its powers increased. The success of a Board of this kind is dependent largely upon the ability of its investigators and their knowledge of the subject with which they are called upon to deal.

I would suggest that the appointment of the members of the Board, as well as their investigators, should be vested in the Governor, because it is the result of their investigation which must come to him for final determination, and he should feel a confidence in the character of their labor, which must necessarily be lacking if they are answerable to others and not to him for the reliability of their report.

INDETERMINATE SENTENCE.

In this connection, it might be well to call the attention of the General Assembly to the importance of permitting the courts to have the power of exercising what is known as the indeterminate sentence, or a general law which would make all sentences indeterminate.

FARM FOR INEBRIATES.

The time appeared to me to have arrived when this State should follow the lead of other States in adopting a more humane method of treating non-criminal addicts to intoxicating liquors and drugs, and to segregate them from criminal inebriates while under treatment.

I, therefore, on April 27, 1915, appointed a commission composed of Dr. Nathan R. Gorter, then Commissioner of Health of Baltimore City; Police Justices Charles R. Schirm and J. Frank Supplee, Jr.; George R. McCleary, of the Federated Charities, and Raymond E. Kennedy, of the Staff of a Baltimore newspaper, to investigate and examine into the question of establishing a farm for the treatment of inebriates, and to report to the Governor.

This Commission discussed the question with Dr. Henry M. Hurd and Dr. Adolf Meyer, of the Johns Hopkins Hospital, and Dr. Edward N. Brush, Superintendent of the Shepherd and Enoch-Pratt Hospital, and during the Conference of Charities and Corrections, held in Baltimore in May, 1915, consulted with two of the delegates who are experts on the subject, Dr. Erwin H. Neff, Superintendent of the Norfolk State Hospital, at Norfolk, Mass., and Dr. O. F. Lewis, Secretary of the New York State Prison Association; it also had a Committee visit the farm for inebriates at Norfolk, Mass., which contains 1,060 acres, and has about 700 inmates, where the most advanced methods of treatment appeared to be in operation.

The Committee recommends the establishment of a farm for inebriates in this State, and the adoption of the Massachusetts plan for treatment, by colonizing the inmates according to their more or less advanced habits, and combining medical treatment with outdoor work.

For this purpose the Commission recommends the purchase of a farm containing from 750 to 1,000 acres of land with improvements, easy of access to Baltimore, at a cost of not more than $50,000, allowing out of this sum an amount for repairing, equipping and preparing for occupancy such build-

ings as may be upon the land, or as must necessarily be built to begin the work; the inmates to be males only until the difficult problem of treating both sexes in the same institution can be solved.

This is a highly important and humane matter and your serious consideration, I know, will be given it.

STATE INDUSTRIAL ACCIDENT COMMISSION.

The Acts of 1914, by Chapter 800, created the State Industrial Accident Commission, composed of three members. Prior to this there had been much discussion as to the effect of this Act upon the industrial welfare of the State, and many people viewed the suggestion with doubt and hostility. The results have been more satisfactory than even its advocates had dared to hope, and, while it introduced into our industrial system a new element, it has proven a source of gratification and satisfaction both to industrial companies and corporations, as well as their employees, and effected a satisfactory and easy method by which injured employees have been enabled to procure compensation reasonably commensurate with the injury, and without delay or trouble. There, doubtless, are ways in which the Act can be made more satisfactory to some of the smaller industries, but in the main it can be said to have met with favor and appreciation.

It is especially gratifying to learn of the large measure of success attained by the State Accident Fund. It was with a degree of hesitancy that unprejudiced and fair minds approached the question of the State embarking on an insurance program. However, it is now admitted not only in Maryland, but in other States, where this character of insurance has been attempted, that its success has been far beyond that which we had any reason to expect, and it may be now said that this branch of the work of the State Industrial Accident Commission has been established upon a safe and firm foundation.

STATE CONSERVATION BUREAU.

I suggest and recommend the passage of an Act creating the office of State Conservation Commissioner, under whose direction and office shall be placed the work now performed by the following officials:

The Shell Fish Commission,
The State Fishery Force,
The Fish Commissioner for the Eastern Shore,
The Fish Commissioner for the Western Shore,
The State Mine Inspector,
The State Game Warden,
The State Board of Forestry.

I am of the opinion that a consolidation of these several offices, the duties of which shall be hereafter cared for by a State Conservation Commissioner, will not only make for more efficient government, but likewise accomplish economy. Thus would be created one Department to foster all of the State's natural resources.

STATE ROADS COMMISSION AND COMMISSIONER OF MOTOR VEHICLES.

Since the practical completion of the State Roads, the necessity for maintaining an expensive Commission has ceased. Recognizing, however, that there is construction yet to be accomplished, and maintenance is an ever-existing necessity, it would be well to appoint One Official to have direction of this important business, to be known as the State Highway Commissioner, who would be vested with all the functions now exercised by the State Roads Commission; and since all the revenues derived from the office of the Commissioner of Motor Vehicles, and his other functions pertain to the use and abuse of the roads and highways, it would be well to enlarge the functions of the Highway Commissioner to include those of the Commissioner of Motor Vehicles, and altogether abolish the latter office.

COMMISSIONER OF IMMIGRATION AND ANIMAL INDUSTRY.

There could, with benefit to the State, be abolished the Live Stock Sanitary Board and the Commissioners of Immigration, and established in lieu of these two Bureaus a Department to be known as the Commissioner of Immigration and Animal Industry, who, by the employment of a Secretary conversant with foreign languages, and with the aid of a skilled veterinarian, accomplish the work of both Bureaus, thus dispensing with the services of the six commissioners now presiding over these two departments, which it is suggested be abolished.

FIRE MARSHAL.

Likewise, would efficiency and economy be procured by placing the office of the State Fire Marshal immediately under the control of the State Insurance Commissioner.

PUBLICITY DEPARTMENT.

In my recommendations to the General Assembly of 1914, the wisdom of creating a department of publicity, in the office of the Secretary of the State, was urged. It is now suggested that such a department might be properly organized under the Bureau of State Immigration and Animal Industry, heretofore referred to in this message.

The object, as said in a former message, of a "department of this character is, the development of the natural resources of the State, by the collection, preparation, publication and distribution of information and statistics respecting its natural, agricultural and industrial conditions; the putting into the hands of people in and out of the State tracts and pamphlets, sign cards and other literature dealing with these and other kindred subjects, namely: "Maryland, the State of Mountain, Plain and Sea"; "Maryland Farms, its Truck, Fruit and Grain Lands"; "Baltimore City and its Sites for Manufacturing Plants"; "Maryland State Roads and Sceneries."

It is not to be supposed that people living beyond the borders of our State should have that familiarity with our advantages and beauties that those of us living here possess. It is, there-

fore, important that they be brought directly to the attention of those we wish to interest in a most attractive and convincing manner. No better way can be thought of than by a well planned and thoroughly executed advertising campaign. To do this, should be the business of someone particularly and technically equipped, whose sole thought and business should be to see that it is done and done thoroughly.

BUDGET SYSTEM.

The State's financial condition, occasioned by the Legislature having appropriated to certain semi-public institutions more money than there was reason to expect would arise from the State's revenues, created a situation which has directed the public mind toward considering some preventive measure whereby the same situation cannot again arise. Hence it follows that consideration should be given to some system that will fix a maximum amount beyond which the Legislature cannot appropriate money to any particular function of government. Contrary to the usual idea of a budget system (which is understood to mean an enumeration of governmental necessities which should be properly taken care of by levies) the State finds that in the adoption of this system it must accommodate its expenditures to probable receipts,—the receipts becoming the fixed quantity to which the expenditures must adapt themselves. To do this with any degree of satisfaction or accuracy requires more time and study than the constitutional limitation of your Sessions can possibly allow. It will, therefore, become necessary to vest, by Constitutional authority, in certain designated officials, the power to fix a maximum amount which may be appropriated by the Legislature for any particular governmental purpose. It will require much research and special information to accomplish this and still leave the finances of the State flexible enough to meet the exigencies as they may arise subsequent to the fixing of the amounts needed for the support of the government. You will, no doubt, have before you various plans by which this may be done (and it does seem to be a necessity) and, therefore, I can only urge upon

you the exercise of great care to the end that the mobility of government be not destroyed; as hard and fast rules frequently lead to greater hardships than existed before these apparent remedial and beneficial steps were taken.

It would seem to harmonize better with our system of government to vest this power of fixing a maximum amount of appropriations for various government purposes—that is an amount which the Legislature can appropriate according to its own discretion—in the hands of the Treasury officials, the Comptroller and the State Treasurer, who are supposed to possess that intimate and accurate knowledge of the State Treasury's possibilities and limitations necessary to best accomplish the desired result. The reason for not including the Governor as one of the Budget Commissioners is that by the exercise of his Constitutional right of veto he could exert an afterthought with more freedom and effectiveness than were he bound by the recommendations or suggestions of a body of which he was a member, namely, the Board of Public Works. Thus we would have two independent restraints upon the recommendations of the Budget Commissioners,—the Governor and the Legislature.

CONSTITUTIONAL CONVENTION.

Many subjects upon which you will be required to act can probably be best accomplished through changes in the Constitution of our State. Nearly every Legislature for the past eight or ten Sessions has found that the progressive legislation desired was restrained by some Constitutional limitation. This has resulted in submitting to the people of the State for approval, at almost every general election, one or more amendments to the Constitution. This has brought about a condition where we now have much confusion and a lack of co-ordination in the organic law of our State.

In order to avoid the many recurring amendments and to bring our Constitution up to the requirements of the day, and immediately meet the present ideas of government, it seems that it would be wise and economical to provide for a Constitutional Convention to redraft the whole scheme and to form it into

what would be a broader and better conception of the divisions of representative government. Under our present scheme we are fast approaching a condition of invisible government, which is much to be deplored. As I understand it, invisible government consists of a division of its administrative functions into such small parts that it is hard to see or identify responsibility. There should be centralization of authority. The Executive should be given more and complete powers in the exercise of Executive functions and be held accountable for their proper, just and reasonable use. The Legislature should be granted the broadest possible powers of legislation, and limited only by the guarantee of fundamental human rights. The judiciary should not have imposed upon it any executive or legislative functions, even by implication, but should be kept free to exercise its judicial powers in the full protection of the civil and political rights of individuals.

Many of the important Boards of the State, such as the Public Service Commission, the State Tax Commission, the State Board of Health, the Bureau of Statistics and Information, the Live Stock Sanitary Board and the Bureau of Immigration, will make full and detailed reports of their operations for the year ended December 31, 1915, copies of which will be promptly furnished you. It, therefore, seems unnecessary that I should especially call your attention to them, realizing that when the reports of these separate bodies are placed in your hands, they will receive that careful consideration to which they are entitled.

Respectfully submitted,

PHILLIPS LEE GOLDSBOROUGH,
Governor of Maryland.

ANNAPOLIS, MARYLAND,
January 5, 1916.